

Message Text

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ACTION IO-10

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FM AMEMBASSY ISLAMABAD

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USUN NEW YORK 1434

US MISSION GENEVA 790

AMEMBASSY PARIS

AMEMBASSY ROME

AMEMBASSY VIENNA

AMCONSUL MONTREAL

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PARIS FOR UNESCO: ROME FOR FODAG: VIENNA FOR IAEA
AND UNIDO: MONTREAL FOR ICAO.

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SUBJ: CERP 0008 --EVALUATION OF UN ASSISTANCE PROGRAMS

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SUMMARY: UNDP PAKISTAN CONTINUES TO BE ACTIVE IN DEVELOPMENT
PLANNING WITH RES REP JANSSON SERVING AS A VERY CAPABLE AND PER-
CEPTIVE. COORDINATOR. HOST COUNTRY GOVERNMENT'S INCREASINGLY
RESPECT FOR UNDP EVIDENT, IN THAT GOVERNMENT CONTINUES TO INVOLVE
UNDP MORE IN PROJECT DEVELOPMENT/EVALUATION AND HAS INCREASINGLY
TURNED TO UNDP FOR COORDINATION OF EXTERNAL ASSISTANCE TO PAKISTAN.
END SUMMARY.

A. ROLE OF UNDP IN UN DEVELOPMENT SYSTEM

1. UNDP RESIDENT REPRESENTATIVE KURT JANSSON HAS

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SHOWN HIMSELF TO BE AN EXCELLENT ADMINISTRATOR OF UNDP

ACTIVITIES. HE IS LOOKED TO BY ALL AGENCIES UNDER THE UN MANTLE AS THEIR COORDINATOR. WHILE RESIDENT REPRESENTATIVE IS NOT INVOLVED IN PROGRAM PLANNING OF ALL UN AGENCIES ON A DAY TO DAY BASIS HE IS WELL AWARE OF ONGOING PROJECTS AND DIRECTS HIS PROGRAM STAFF TO ASSIST IN PROGRAM PLANNING AND PROJECT IDENTIFICATION AT THE ONSET OF PROJECT FORMULATION. JANSSON'S ABILITIES AS UN COORDINATOR ARE REGARDED HIGHLY BY GOP OFFICIALS AND HE IS RARELY EXCLUDED FROM CENTRAL GOP DELIBERATIONS CONCERNING EXTERNAL DONOR ASSISTANCE. THE RESPECT ACCORDED JANSSON IN THE PROVINCES IS EQUALLY HIGH. JANSSON HAS ALSO HAD TO PERSONALLY HANDLE UNFPA MATTERS IN PAKISTAN DURING THE PAST YEAR BECAUSE UNFPA HAD NO CO-ORDINATOR ASSIGNED HERE.

2. UNDP AND IBRD UNDERTAKINGS ARE FREQUENTLY COORDINATED WITH UNDP FINANCING FEASIBILITY STUDIES FOR PROJECTS WHICH IBRD HAS INDICATED IT WILL CONSIDER FINANCING AFTER PROJECT FORMULATION. EXAMPLES OF THIS SUPPORTIVE ROLE HAVE BEEN MAINLY IN THE AREA OF URBAN DEVELOPMENT SUCH AS THE LAHORE WATER SUPPLY AND DRAINAGE PROJECTS, THE KARACHI DEVELOPMENT PROGRAM AND A SLUM REHABILITATION PROJECT IN LYARI, SIND PROVINCE. UNDP IS ALSO PROVIDING TECHNICAL ASSISTANCE TO THE INDUS BASIN PLANNING PROJECT WHICH IS HEAVILY FINANCED BY IBRD. UNDP THROUGH UNESCO HAS STUDIED THE DEVELOPMENT OF THE EDUCATIONAL SYSTEM AND DEVELOPED A USEFUL REPORT ENTITLED EDUCATION FOR RURAL DEVELOPMENT. IN ADDITION UNDP HAS WORKED CLOSELY WITH IBRD IN IDENTIFICATION OF SPECIFIC EDUCATION PROJECTS FOR WORLD BANK FINANCING OF 20 MILLION DOLLARS FOR PAKISTAN. UNDP PROGRAM OFFICE WORKS DIRECTLY WITH PROGRAM AND PLANNING DIVISIONS OF ALL AGENCIES INVOLVED IN EXTERNAL ASSISTANCE TO PAKISTAN.

B. COORDINATION OF ALL EXTERNAL TECHNICAL ASSISTANCE FOR PAST YEAR COORDINATION BY UN OF EXTERNAL ASSISTANCE HAS BEEN MAINLY ON AD HOC BASIS EXCEPT IN CASES OF DISASTER RELIEF. HOWEVER THE GOVERNMENT'S ECONOMIC AFFAIRS DIVISION HAS RECENTLY SIGNED AN AGREEMENT WITH UNDP FOR "ASSISTANCE IN THE PREPARATION OF A NATIONAL PLAN FOR TECHNICAL ASSISTANCE". UNDP WILL PROVIDE EAD AN ADVISOR, TRAINING AND SUPPORTING EQUIPMENT IN ORDER TO STRENGTHEN EAD'S ROLE IN THE PLANNING, COORDINATION AND EVALUATION OF FOREIGN TECHNICAL ASSISTANCE.

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NATION AND EVALUATION OF FOREIGN TECHNICAL ASSISTANCE.

C. ROLE OF RES. REP. VIZ-A-VIZ OTHER UN SYSTEM ACTIVITIES UN RESIDENT REPRESENTATIVE JANSSON COORDINATES SEVERAL ACTIVITIES OUT OF USUAL REALM OF TECHNICAL ASSISTANCE. JANSSON WAS NAMED BY GOP TO COORDINATE FOREIGN RELIEF COMMODITY ASSISTANCE DURING THIS YEAR'S SWAT EARTHQUAKE. JANSSON REGULARLY CHAIRS COMBINED DONOR MEETINGS FOR PROPOSED

PROJECTS AND IS FREQUENTLY INVOLVED IN GOP PROJECT EVALUATION PROCEDURES. MISSION IS UNAWARE OF WHAT POLICY OR ORGANIZATIONAL CHANGES MAY BE MADE TO PERMIT RESIDENT REPRESENTATIVE TO PERFORM MORE EFFECTIVELY.

D. COUNTRY PROGRAM REVIEW

THE QUOTE SECOND ANNUAL REVIEW WORKING PAPER - 1975 FOR THE UNDP COUNTRY PROGRAMME UNQUOTE IS SCHEDULED FOR FORMAL ANNUAL REVIEW IN MAY INVOLVING UNDP ISLAMABAD PARTICIPANTS, UNNY PAKISTAN DESK OFFICIALS AND GOP COUNTERPARTS. COMMENTS FROM DONOR COUNTRIES HAVE BEEN ENCOURAGED.

E. APPRAISAL OF PROPOSED PROJECTS

ACTIONS TAKEN IN REFERENCE TO AIRGRAM A-1149 OF JAN. 11, 1974 AND AIDTO CIRCULAR A-676 OF JUNE 14, 1973 HAVE BEEN AS FOLLOWS. USAID/PAKISTAN MISSION IN REGULAR CONTACT WITH UNDP THROUGH RESPECTIVE PROGRAM OFFICES. SUMMARIES OF UNDP PROJECT PROPOSALS ARE REGULARLY PASSED TO USAID AND COMMENTS ON THESE PROPOSALS ARE IN TURN GIVEN TO UNDP. TWO ORGANIZATIONS HAVE CONTINUED TO COOPERATE IN AREAS OF MUTUAL PROJECT INTEREST SUCH AS NARCOTICS CONTROL, GROUNDWATER DEVELOPMENT, VILLAGE HAND PUMPS, PROJECT DESIGN AND EVALUATION, KARACHI URBAN DEVELOPMENT SCHEME, MALARIA CONTROL, FAMILY PLANNING AND HEALTH SECTOR STUDIES. UNDP HAS REGULARLY REQUESTED USAID ASSISTANCE IN LOCATION OF TECHNICAL EXPERTS TO STAFF ONGOING OR PROPOSED PROJECTS. THE UNDP ALSO UTILIZES PROJECT DESIGN AND EVALUATION METHODS SIMILAR TO USAID'S AND IN FACT IS CONTINUING TO COOPERATE WITH MISSION IN THE IMPLEMENTATION OF DESIGN AND EVALUATION COURSES FOR EMPLOYEES OF BOTH AGENCIES.

F. PROJECT IMPLEMENTATION

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PARIS FOR UNESCO: ROME FOR FODAG: VIENNA FOR IAEA
AND UNIDO: MONTREAL FOR ICAO.

UNDP/PAKISTAN CONTINUES TO PLACE EMPHASIS ON KEY
DEVELOPMENT SECTORS, AND CONCENTRATE UNDP ASSISTANCE ON
SPECIFIC AREAS WITHIN THESE SECTORS.

THIS OVERALL EFFORT HAS BEEN GREATLY HELPED BY THE FACT
THAT FOR THE FIRST TIME SINCE 1971 THE OFFICE OF THE UNDP RESIDENT
REPRESENTATIVE HAD A FULL COMPLEMENT OF PROGRAM STAFF AND AN
INDUSTRIAL DEVELOPMENT ADVISOR. THE EXISTING PROGRAM, WITH
RELATIVELY FEW MODIFICATIONS, HAS CONFORMED FAIRLY MUCH WITH
THE DEVELOPMENT PRIORITIES OF THE GOVERNMENT.

INCREASED ATTENTION TO IMPLEMENTATION HAS IDENTIFIED A
NUMBER OF PROBLEMS COMMON TO SEVERAL UNDP PROJECTS.
AMONG THESE, THE DIFFICULTY EXPERIENCED BY EXECUTING
AGENCIES IN LOCATING AND RECRUITING HIGH-QUALITY TECHNICAL
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ADVISORS AT UN SALARY LEVELS HAS BEEN APPARENT IN SEVERAL
PROJECTS WHERE DELAYS WERE EXPERIENCED IN EXPERT ARRIVALS.
THIS PROBLEM HAS BEEN EXACERBATED BY THE FACT THAT SEVERAL
NEW PROJECTS ARE NOW BEING STARTED IN LOCATIONS WHERE CLIMATIC
AND OTHER LIVING CONDITIONS OFFER LITTLE ATTRACTION TO FOREIGN
PERSONNEL, PARTICULARLY PERSONNEL WITH SKILLS IN SHORT SUPPLY
IN THE INTERNATIONAL MARKET. PROBLEMS OF THIS NATURE HAVE
ONLY BEEN AVOIDED IN CASES WHERE SUBCONTRACTS WERE USED.
AND THE RESULTING HIGHER COST HAS MADE FOR A CERTAIN RELUCTANT
ACCEPTANCE ON THE GOVERNMENT'S PART.

ANOTHER COMMON PROBLEM TO MANY NEW UNDP PROJECTS
IS THAT OF TRANSPORT. THE NUMBER OF AVAILABLE GOVERNMENT
VEHICLES AND PUBLIC TRANSPORT ARE VERY LIMITED: AND THE SPREAD
OF PROJECTS OVER CARIOUS PARTS OF THE COUNTRY PRECLUDES THE USE
OF POOLING ARRANGEMENTS: AND THE GROWING LENGTH OF DELIVERY
PERIODS HAS MADE THE TIMELY PROVISION OF PROJECT VEHICLES A
REAL PROBLEM. SEVERAL POSSIBLE SITUATIONS HAVE BEEN EXPLORED

WITH VERY LIMITED SUCCESS: THE LATEST SUGGESTION NOW UNDER DISCUSSION WITH THE GOVERNMENT IS TO PURCHASE CARE FREE OF DUTY AND TAXES FROM LOCAL STOCKS. THE PROVISION OF ADEQUATE NUMBER OF SUITABLE COUNTER-PARTS AND FELLOWYHPP CANDIDATES ALSO REMAINS A SIGNIFICANT PROBLEM IN SEVERAL PROJECTS.

G. PROJECT EVALUATION

THE SYSTEM OF TRI-PARTITE REVIEWS INITIATED DURING 1974 HAS WORKED WELL TO BRING ABOUT A MORE SYSTEMATIC AND CONCERTED MONITORING OF THE VARIOUS LARGE SCALE PROJECTS. WHILE THIS HAS NOT IN ALL CASES BEEN SUFFICIENT TO SOLVE UNAVOIDABLE IMPLEMENTATION PROGRAMS, THE SYSTEM HAS SERVED WELL TO PERIODICALLY IDENTIFY BOTTLENECKS AND TO CREATE AN INCREASED OVERALL RESPONSIBILITY TO ACTIVELY SEEK DECISIONS AND SOLUTIONS. THE SYSTEM INVOLVES UNDP RESIDENT REPRESENTATIVE, GOP OFFICIALS AND ANY COOPERATING DONOR AGENCY INVOLVED IN THE PROJECT.

H. WOMEN IN DEVELOPMENT

IN CONVERSATION WITH UNDP PROGRAM OFFICE, MISSION WAS INFORMED THAT IMPACT ON WOMEN OF UNDP PROGRAM HAS BEEN MINIMAL EXCEPT IN AREAS OF FAMILY PLANNING. SINCE MOST UN SUPPORTED PROJECTS IN PAKISTAN DEAL WITH LARGE PHYSICAL DEVELOPMENT
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MENT SCHEMES THEY DON'T REALLY TOUCH AREAS WHERE WOMEN HAVE TRADITIONALLY HAD A VOICE AND UNDP'S USE OF WOMEN EXPERTS HAS NOT BEEN AS SUCCESSFUL AS UN HAS HOPED BECAUSE OF LOCAL TRADITIONAL PREJUDICE AGAINST WOMEN EXPERTS.

I. FOLLOW-UP WITH UNDP AND EXECUTING AGENCIES

MISSION FEELS MOST CRUCIAL ASPECT UNDP WHICH NEEDS TO BE FOCUSED ON IS DIFFICULTY UNDP HAS IN OBTAINING QUALIFIED EXPERTS FOR STAFFING OF PROJECTS. WHEN THINKING IN TERMS OF A DEVELOPMENT PROGRAM BASED MOSTLY ON TECHNICAL ASSISTANCE THE UNAVAILABILITY OF THE REQUIRED EXPERTISE WHEN NEEDED CAUSES SERIOUS PROJECT IMPLEMENTATION PROBLEMS AND IN SOME CASES EMBARRASSMENT TO UNDP. MISSION HAS ATTEMPTED TO ASSIST UNDP IN THE ALLEVIATION OF THIS PROBLEM TO SOME DEGREE BUT AS POINTED OUT BY UN OFFICIALS IN FREQUENT MEETINGS THE PROBLEM IS STILL CRITICAL WHEN SPEAKING IN TERMS OF TIMELY PROJECT IMPLEMENTATION.
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